

Message Text

SECRET

PAGE 01 NATO 03954 281554Z

43

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TAGS: MPOL, NATO

SUBJ: EXERCISE AUTUMN FORGE

REF: A. STATE 175495 NOTAL

B. USDELMC 576/75 DTG 241725Z JUL 75 NOTAL

C. USNATO 3840 NOTAL

D. USNATO 3935 NOTAL

E. STATE 138019 NOTAL

F. USNATO 3030 NOTAL

SUMMARY. THIS MESSAGE PROVIDES ADDITIONAL INFORMATION ON EXERCISE AUTUMN FORGE 75 AND ON THE POLITICAL IMPLICATIONS ASSOCIATED WITH ANNOUNCING THIS EXERCISE IN ACCORDANCE WITH CONFIDENCE-BUILDING MEASURES IN THE FINAL CSCE DOCUMENT. WE RECOMMEND THAT WASHINGTON APPROVE THE PROPOSED PRESS RELEASE ON AUTUMN FORGE 75 FROM A MILITARY POINT OF VIEW WITH THE STIPULATION THAT THE MILITARY COMMITTEE FORWARD PRESS RELEASE TO SYG FOR DISCUSSION IN DPC. AS DESIRED BY WASHINGTON, THIS WILL PERMIT THE DPC TO EXPLORE POLITICAL IMPLICATIONS OF AUTUMN FORGE AND ANY CONCERN ON THE PART OF ALLIANCE MEMBERS PRIOR TO PUBLIC ANNOUNCEMENT OF THE EXERCISE. WE ALSO RECOMMEND

SECRET

SECRET

PAGE 02 NATO 03954 281554Z

CALLING A JULY 31 DPC MEETING TO DISCUSS PROPOSED PRESS

ANNOUNCEMENT AND TO SURFACE IMPORTANCE OF CBMS. ACTION REQUESTED BY JULY 29: WASHINGTON COMMENTS OR GUIDANCE ON OUR SUGGESTION TO CALL A DPC MEETING ON JULY 31 TO DISCUSS PROPOSED AUTUMN FORGE PRESS RELEASE AND ITS CBMS IMPLICATIONS. END SUMMARY.

1. AS REQUESTED (REF A), THIS MESSAGE PROVIDES ADDITIONAL INFORMATION ON EXERCISE AUTUMN FORGE 75 AND ON THE POLITICAL IMPLICATIONS ASSOCIATED WITH ANNOUNCING THIS EXERCISE IN ACCORDANCE WITH THE CONFIDENCE-BUILDING MEASURES (CBM) IN THE CSCE FINAL DOCUMENT WHICH WILL BE SIGNED ON AUGUST 1, 1975.

2. IN OUR VIEW, THE NICKNAME "EXERCISE AUTUMN FORGE 75" INCORRECTLY CONVEYS A CONNOTATION OF A SINGLE LARGE-SCALE NATO EXERCISE UNDER THE OPERATIONAL CONTROL OF SACEUR. FROM AVAILABLE INFORMATION ON EXERCISE AUTUMN FORGE 75 (CMCM-50-75 AND CMCM-76-75, POUCHED TO WASHINGTON APRIL 23 AND JUN 18 RESPECTIVELY), IT IS CLEAR THAT IT IS ACTUALLY A SERIES OF PREVIOUSLY APPROVED NATIONAL, MULTINATIONAL AND NATO EXERCISES. THIS SERIES OF EXERCISES HAS BEEN PLACED UNDER A COMMON NAME (AUTUMN FORGE) AND PRE-HOSTILITIES SCENARIO IN ORDER TO HIGHLIGHT ALLIANCE SOLIDARITY AND CAPABILITIES. MOREOVER, THE PARTICIPATING NATIONS HAVE WORKED WITH SHAPE STAFF IN THE DEVELOPMENT OF THIS SCENARIO AND ITS APPLICATION TO EACH PARTICULAR EXERCISE. IN THIS SENSE, THE AUTUMN FORGE CONCEPT HAS ALREADY RECEIVED DE FACTO APPROVAL. NO NATION HAS OBJECTED OR EXPRESSED DISAPPROVAL OF THE CONCEPT; TO THE BEST OF OUR KNOWLEDGE, ALL ARE SATISFIED WITH MILITARY PARTICIPATION AND SCENARIO AS PRESENTLY WRITTEN.

3. IN ORDER TO CONVEY MORE ACCURATELY THE FACT THAT AUTUMN FORGE IS A SERIES OF EXERCISES WITH A COMMON PRE-HOSTILITIES SCENARIO, WE HAVE SUGGESTED INFORMALLY TO USNMR SHAPE STAFF THAT IT BE RELABELLED "AUTUMN FORGE 75 EXERCISES" (PLURAL). THIS SMALL SEMANTIC CHANGE IS, WE BELIEVE, IMPORTANT TO THE ISSUE OF CMB REPORTING UNDER CSCE AGREEMENT PROVISIONS DISCUSSED BELOW.

SECRET

SECRET

PAGE 03 NATO 03954 281554Z

4. THE FOREGOING DOES NOT NECESSARILY MEAN THAT WE FORESEE NO POLITICAL ISSUES ARISING FROM AUTUMN FORGE. WE AGREE WITH WASHINGTON DESIRE TO EXPLORE POLITICAL IMPLICATIONS AND ANY POSSIBLE CONCERN OF ALLIES PRIOR TO PUBLIC ANNOUNCEMENT OF AUTUMN FORGE. WE ALSO AGREE THAT THE DPC IS THE APPROPRIATE BODY IN WHICH TO CONSIDER AT LEAST INITIALLY THE POLITICAL IMPLICATIONS OF AUTUMN FORGE. THE TWO POLICY ISSUES WE SEE

ARE PRESS POLICY GUIDANCE AND CBM.

5. WASHINGTON HAS RECEIVED PROPOSED PRESS RELEASE (REF B) FOR APPROVAL, WITH REQUEST THAT USDELMC RECEIVE APPROVAL OR RECOMMENDED CHANGES BY JULY 29. WE RECOMMEND THAT WASHINGTON APPROVE THE PRESS RELEASE FROM A MILITARY POINT OF VIEW BY JULY 29 WITH THE PROVISIO THAT THE MC FORWARD PROPOSED PRESS RELEASE TO SYG FOR DISCUSSION IN DPC. THIS WILL ENSURE DPC REVIEW DESIRED BY WASHINGTON AND MISSION

6. AS A GENERAL COMMENT ON THE ADVISABILITY OF THIS PROCEDURE OF DPC REVIEW, AMB BRUCE BELIEVES THAT SACEUR'S CONCEPT OF INCREASING THE BENEFITS TO THE ALLIANCE OF EXERCISES OF IS EMINENTLY SENSIBLE AND HE BLIEVES STRONGLY THAT WE SHOULD SUPPORT THAT CONCEPT. AN "ACTIVE PRESS POLICY", AS REQUESTED BY SACEUR, WILL IN OUR VIEW MAXIMIZE THESE BENEFITS. IF NATIONS HAVE RESERVATIONS AND DESIRE TO PLAY IN "LOW KEY" THE NATO ASPECT OF A GIVEN EXERCISE, SUCH RESERVATIONS WILL SURFACE IN THE DPC. THIS BODY CAN THEN EAL WITH THEM ON THEIR MERITS ON A CASE-BY-CASE BASIS. IN THIS REGARD, AMBASSADOR BRUCE ALSO BELIEVES THAT SACEUR HAS INHERENTLY WEAKER THAN DESIRABLE PEACETIME INFLUENCE OVER THE NATO FORCES HE WOULD COMMAND IN WARTIME, AND THAT USG SHOULD EXHIBIT A NORMAL BIAS TOWARD SUPPORTING OR ENHANCING HIS PEACETIME INFLUENCE (REF C). THUS, WE RECOMMEND THAT WASHINGTON GUIDANCE SHOULD GENERALLY SUPPORT AN ACTIVE PRESS POLICY IN CONNECTION WITH EXERCISES AND THAT EXCEPTIONS BE MADE ONLY IF AND WHEN SUCH EXCEPTIONS ARE WARRANTED AS A RESULT OF ALLIANCE CONSULTATIONS.

7. RETURNING TO THIS SPECIFIC EXERCISE, IN OUR VIEW, CBMS PRESENT A MORE DIFFICULT SET OF ISSUES, PARTLY BECAUSE OF THE DOWN-TO-THE-WIRE CHARACTER OF THE GENEVA CBM NEGOTIATIONS ON PARAMETERS AND OUR CONSEQUENT INABILITY TO ANLAYZE FULLY THE CBM IMPLICATIONS

SECRET

SECRET

PAGE 04 NATO 03954 281554Z

EMBRACED BY AUTUMN FORGE. IF AUTUMN FORGE TITLE IS CHANGED TO THE PLURAL "EXERCISES", WE THINK THAT THE SPECIFIC COMPONENT EXERCISES COULD THEN BE CONSIDERED ON A CASE-BY-CASE BASIS. TO DO OTHERWISE WOULD REQUIRE THE UNRAVELLING OF AN EXCEPTIONALLY COMPLICATED SET OF ISSUES, LOADED WITH PRECEDENT-GENERATING PITFALLS, AND JEOPARDIZE THE VERY EXISTENCE OF AUTUMN FORGE.

8. WE UNDERSTAND THAT FINAL CSCE TEXTS, INCLUDING PROVISIONS ON CBMS, ARE EFFECTIVE UPON SIGNATURE. THIS LENDS URGENCY TO DECISION ON HOW ALLIES WILL IMPLEMENT CBMS IN CONTEXT OF UPCOMING EXERCISES, A SUBJECT WHICH WILL BE DISCUSSED IN NATO POLADS ON JULY 29 (REF D).

9. AS WASHINGTON KNOWS VERY WELL, AUGUST IS NOT AN AUSPICIOUS MONTH IN WHICH TO RESOLVE POLICY ISSUES AUTHORITATIVELY AND QUICKLY AT NATO AND IN WESTERN EUROPEAN CAPITALS. SEVERAL

KEY PERMANENT REPRESENTATIVES

WILL BE DEPARTING BRUSSELS ON OR ABOUT AUGUST 1. ACCORDINGLY, WE RECOMMEND THAT WE CALL A DPC MEETING FOR THURSDAY, JULY 31. SUGGESTED AGENDA WOULD INCLUDE AUTUMN FORGE PROPOSED PRESS ANNOUNCEMENT AND CBM. WE WOULD HOPE TO BE ABLE TO REACH DECISION ON FIRST ITEM, AND TO SURFACE IMPORTANCE AND TIME SENSITIVITY OF SECOND, WHICH WE WOULD EXPECT DPC TO REFER TO POLADS AND MC.

10. SINCE THE VEHICLE FOR DPC MEETING IS PROPOSED PRESS ANNOUNCEMENT NOW IN CAPITALS FOR REVIEW, OUR RECOMMENDATION IS DEPENDENT UPON EARLY WASHINGTON GUIDANCE TO USDELMC. WE WILL ALERT INTERNATIONAL STAFF AND, IF CONSISTENT WITH GUIDANCE RECEIVED, HOLD PRIVATE TALKS WITH SELECTED ALLIES.

11. THIS MESSAGE HAS BEEN COORDINATED WITH USDELMC. ACTION REQUESTED BY JULY 29: WASHINGTON COMMENTS OR GUIDANCE ON OUR SUGGESTION TO CALL A DPC MEETING ON JULY 31 TO DISCUSS PROPOSED AUTUMN FORGE PRESS RELEASE AND IMPLEMENTATION OF CBMS.BRUCE

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